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AUTHOR Roth, Robert A.
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ABSTRACT

As States move toward performance-based teacher education and certification, a determination of the function of the State must be made. Within the approved program approach, and along a continuum from decentralized control and decision making to centralized control, five models of certification can be identified: process, information, facilitation, guidelines, and prescriptive. In the process model, the State is to define the process for the development of teacher education programs, stating who is to be involved and the nature of their involvement. In the information model, the State's role is to maintain records, with local school teams conducting evaluation of potential teachers. In the facilitation model, the control is left to colleges, but their direction comes from the State. The guidelines model calls for performance criteria to be stated in generic terms by the State agency and for the criteria to be further specified by the preparatory institution. In the prescriptive model, the State provides very specific performance criteria which are utilized by the colleges as objectives and evaluative criteria. Many States now operate in a manner similar to one of the described models. State certification agencies will adopt programs similar to one of these models according to their perception of their role in the teacher education and certification process. (HMD)

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The Role of the State in

Performance-Based Teacher Education-Certification

Robert A. Roth

Bureau of Teacher Education and Academic Credentials

Division of Field Services

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The Role of the State in

Performance-Based Teacher Education-Certification

Certification and Education

The movement toward development of performance-based teacher education and certification programs has experienced rapid growth within the past few years. Currently there are approximately thirty states that are actively involved in the study of either performance-based teacher education or certification.[1] The purpose of this paper is not to discuss the pros and cons of a performance-based program, but to describe and examine the issues facing a state that has elected to move in this direction. Germane to the discussion are the changing roles and relationships that must be considered in order to plan effectively for implementation. Any scheme for development that has not considered and accounted for the essential underlying issues risks being nugatory in nature.

Initially it may be of value to recognize the traditional distinction between the process of teacher education and that of certification. Basically, teacher education serves a preparatory function, whereas certification selects those who are eligible for employment and provides them with a license. Certification traditionally has been a screening device, and it has been assumed that the state is the best agency to carry out this function. Discussion here will focus primarily on teacher certification as it has been a state responsibility.

It is interesting to note that there has been a great deal more resistance to performance-based certification than to performance-based teacher education. At a recent conference of the Regional Interstate Project held in Denver, the general consensus appeared to support this distinction. Sandra Feldman, Vice-President of New York State local AFT, stated "I do not oppose performance-based teacher education...we do oppose performance certification."[2] Similar remarks were made by David Darland, representing the National Education Association.

The difference between certification and teacher education, however, varies significantly depending upon the particular certification model. Since there are many ways in which performance-based certification can be structured, criticisms should be centered around how the issues pertain to a given structure or definition of performance-based certification.

If one views certification (particularly the performance type) to be a testing procedure, then the distinction is clear and the

meaning of the skepticism is more apparent. In this paradigm the preparing institutions are responsible for developing competencies in their teacher candidates and the state certifies a candidate's competence by testing him before issuing a license. Many difficulties associated with such a licensing procedure have been pointed out. One can argue, for example, that there exists no empirical base on which to construct a valid testing technique, particularly in view of varied teaching contexts. The problem is not the same with performance-based teacher education because there is a diversity of programs and flexibility to constantly develop and change the performance standards. Performance-based certification, it is argued, mandates only one way of teaching, seems more of a finality, and is less responsive to change.

In the approved program approach the distinction between certification and teacher education becomes less clear. When utilizing an approved program approach to certification in conjunction with performance-based criteria, as is frequently the case, the distinction may become even more nebulous. Supporting performance-based teacher education but opposing performance certification then becomes a tenuous position. Interestingly enough, the approved program approach is the predominant system in use. In 1971 it was reported that "at the present time, 36 states report extensive use of the approved program approach to certification, and in fact it has become the vehicle whereby forward-looking states have found the freedom to move in many promising new directions."[3]

It seems that the approved program approach to performance-based certification would be less susceptible to criticism than the state examination approach. In addition, it is the more common certification system currently in use and it provides a certain degree of freedom to explore new directions such as the performance-based model. The project, Improving State Leadership In Education, issued a report which concluded that "It would appear that the effective administration of a state-wide performance-based teacher certification system would depend almost entirely upon an effective system for program approval."[4] In view of these factors, the models for performance-based certification to follow will be within the context of the approved program approach.

Issues

In selecting a particular model, a number of important issues need to be considered. An essential question is what the role of the state should be in the certification process. There are at least two opposing viewpoints concerning the state's function. On the one hand there are those who see the state as an administrative and regulatory body.

> The belief is that the state must improve its guardianship of the public interest by setting ever higher standards and developing more efficient systems of management. In one sense the state knows what is best.[5]

This view of the state's role in certification is the predominant one currently in practice. It is a centralized approach with uniformity and standardization being the emphasis. Even an approved program approach could fit into this scheme if regulations concerning program content are specified. A performance-based certification system structured on the above tenets would specify teacher performance criteria for certification at the state level.

The opposing viewpoint on certification emphasizes a decentralized system with more local control and a broader base for decision making and social change. In this strategy, "the state must promote change rather than mandate it and accept diversity as more responsive to the state's needs than mandated single standards."[6]

The competency approach could easily fit into this philosophy also by allowing teacher education programs or other professional agencies to develop their own particular sets of competencies. In fact, as Andrews points out, in some places the competency movement "has been adopted as an attempt to reform the educational system by changing the locus of authority and thereby the way in which decisions are made."[7] One result of this is that a variety of standards appear, replacing the single set of state standards.

The implementation of a specific viewpoint of a state's role results in a number of ramifications inherent in the particular position. These consequences are, in effect, the underlying issues which impinge upon the decision to select a particular state role and therefore should be carefully considered.

In the centralized view of the state's role a set of performance criteria would be established at the state level. These criteria may be developed by a state agency or through state-wide involvement, the merits of which will be discussed at a later point. This standard set of state-wide criteria can be utilized in an approved program approach or can be developed into a state testing instrument. Since the former has been determined to be possibly more advantageous, discussion will follow in this context.

The approved program approach has been evaluated by some educators as being restrictive. Lierheimer has pointed out that

> the colleges approved program must follow exactly the courses prescribed for state certification. Such a curricular requirement does not provide the freedom which colleges must have if they are also to be held responsible for the qualifications of the teachers they prepare.[8]

His remarks are made particularly pertinent to a competency-based program by substituting "performance criteria" for "courses" in his statement. Thus, lack of curricular freedom may result from a centralized state role with state-wide performance criteria.

Curricular freedom extends beyond the right to decide on a particular set of sources. The freedom to experiment with innovative curricula also appears to be precluded by a rigid set of state performance criteria. The right of colleges to experiment becomes an important issue in the selection of a performance-based certification model.

The project, Improving State Leadership In Education, reported that critics of certification structures in general complain that "The rigidity of state requirements discourages flexibility and creativity in teacher preparation programs."[9] Further, "Ideally, the approved program approach would allow institutions to experiment and develop creative programs of teacher preparation and encourage innovation in teacher education within the framework of generally agreed upon goals."[10] An important part of this last statement is the word "generally". Generally agreed upon goals may still provide the freedom that Lierheimer is concerned about.

It would seem that the centralized view of the state's role with a standard set of specific performance criteria would be contrary to the intent of the approved program approach. Yet, performance-based certification appears to depend "almost entirely upon an effective system for program approval."[11] An approved program approach without highly specific criteria is an alternative.

Curricular freedom, the right to experiment, flexibility, innovation and creativity in programs are issues related to the state's role that directly affect the teacher preparation institution. Other issues relate to the individual and the restrictions imposed by a specfic set of performance criteria existing as state standards for certification.

McDonald relates that "The specifics of teaching competence will differ markedly depending on how we decide about the freedom each person will be given to choose the goals and means for his personal development and his life style."[12] At one extreme the teacher's services are sought requiring social skills, but at the other end he is an expert strategist requiring technical skills. A specific set of state standards may only permit one of these philosophies to prevail, as options may be impractical or even contradictory. Yet, one may argue that without state control contradictory standards could exist.

McDonald also raises a related issue. "Should we not consider whether a teacher has the freedom to define the nature of his service to students? Does he have the freedom to decide what will be required of him?"[13] Decisions on these questions clearly have implications for standardization of competencies and the role of the state.

An overriding concern with the performance criteria approach is that students will be boxed-in, forced to conform to a particular mold. It is argued by some that certification must provide for flexibility in personality, method and philosophy (open classrooms,

traditional, etc.). A specific set of standards at the state level does not provide for this flexibility. The decentralized state role does, as it allows diversity in programs and performance criteria.

The AACTE, in Evaluative Criteria for Accrediting Teacher Education, A Source Book on Selected Issues, asserts that "there are and should continue to be several philosophies of teacher education."[14] Will a centralized state role and specified performance criteria preclude varied philosophies of teacher education? Each state must examine its particular structure to determine whether or not this would occur.

Several other questions must be considered in relation to the development of a set of performance criteria at the state level. Can such criteria readily be changed? Can a standard set of competencies be developed to fit all teaching situations, or must a number of sets of criteria be designed? In relation to the affective domain, Elam believes

> The competencies that are easier to describe and to evaluate are likely to dominate .....
> .....
> The skills of teaching and the behaviors of a teacher which are difficult to learn and to evaluate often focus on the human aspects of teacher-pupil contracts.[15]

Can these performance criteria be established in the affective domain on a state-wide basis, or are they situation specific and thus call for multiple standards developed at local levels? Will decentralization make the problem any easier to solve?

The arguments suggesting a need for an empirical base for performance-based certification but not teacher education were presented earlier. These arguments pertain to a certification system with a uniform set of standards at the state level, the centralized view of the state's role.

At a recent meeting of the American Federation of Teachers the following statement was issued in a report.

> If state agencies begin to require the mastery of specific competencies as a prerequisite for certification, two dangers would exist. The first would be that pointed out earlier: non-validated knowledge and skill competencies as well as personal characteristics unrelated to true teaching effectiveness may be required, leading to certification standards perhaps even more non-relevant than those now existing. Second, pressure groups may be able to legislate requirements that attempt to define teachers and teacher behaviors into unacceptable patterns. A candidate could be required to fit the mold or not be certified.[16]

Perhaps general guidelines or a variety of standards developed by local groups or institutions would be less susceptible to these dangers. On the other hand these groups may be just as likely to commit these errors.

In reference to establishing a minimum set of competencies at the state level, Andrews surmises that

> Evaluating the competencies demands a frame of reference, at its heart a set of values: I worry about states establishing value systems, thus the frame of reference must be diversified and most likely localized
> .....
> .....
> Since we have a diverse population with varied philosophies, I believe a state should promote a certification system that expects diversity and challenges all to meet the highest level of accomplishment.[17]

Those who favor a uniform set of quality standards throughout the state, however, would seek the more centralized decision making state role. Inequities among programs would thus be eliminated and employers would be assured that all certified personnel possess at least a minimum set of competencies.

In analyzing the models in terms of the issues, an important question should always remain in sight. In most cases it will not be a matter of whether or not a condition exists, but to what extent it exists. For example, to state that curricular freedom does or does not exist is merely an opinion that does not focus on the issue. The real issue is whether or not there is sufficient curricular freedom to satisfy those involved. Carrying the example to the other extreme, there may be circumstances that permit curricular freedom (or other conditions) to exist to such an extent that it destroys another essential or desirable element of a certification structure. The models must be scrutinized to determine if conditions are sufficiently provided for, but not overindulged.

Models

There are many ways in which a performance-based teacher certification system can be designed within the approved program approach. At one end of a continuum we have a very open system with maximum flexibility, whereas at the other end we have a highly structured and centralized approach (figure 1). There are, of course, many possibilities in between. Some of the models have been alluded to in the discussion of issues.

The open-ended approach may be called the "process model". In this system the state does not determine the content of the teacher education program. Performance criteria are not established at the state level. The primary role of the state is to define the process for development of teacher education programs, stating who is to be involved and the nature of the involvement. In this model the state plays a more decentralized role with more local control

CONTINUUM OF MODELS

FOR

PERFORMANCE-BASED TEACHER CERTIFICATION

APPROVED PROGRAM APPROACH

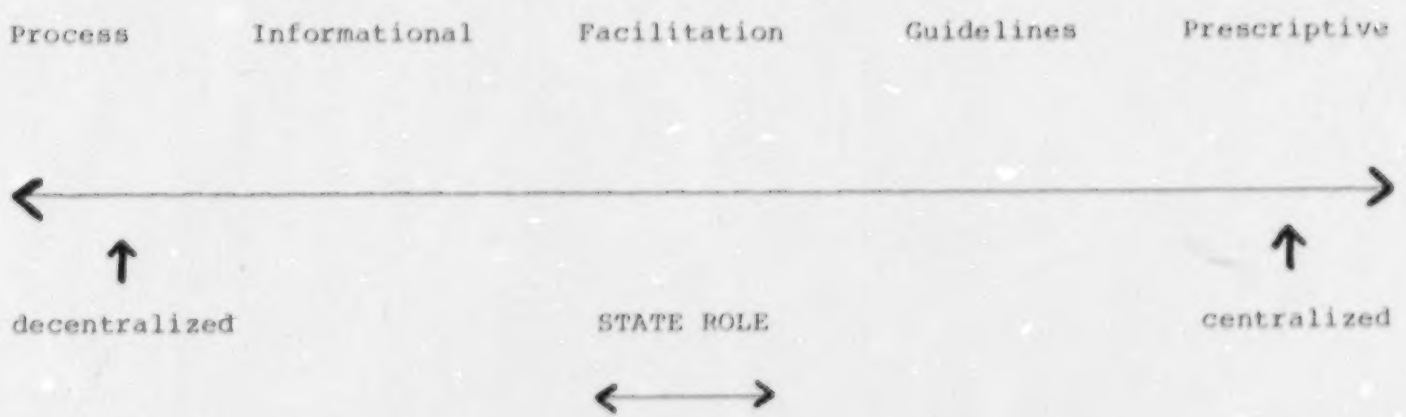

Figure 1

and a broader base for decision making.

Some states are now operating a competency-based certification system consistent with this model. The state of Washington is a primary example and was the first state to adopt competency-based certification, and now has an operational program. A new set of standards for approval of teacher preparation programs became effective in Washington in September 1971.[18] Under these standards, preparation programs are to be developed and implemented by a consortium of agencies. Each agency designates its own representative(s) and clarifies with that (those) representative(s) his (their) authority in acting in behalf of the agency. The agencies in a consortium are colleges and universities, school organizations and professional associations.

The professional association, determined by the total faculty of certified employees in a school organization in accordance with state law election procedures, has the responsibility of providing opportunity for input from all other specialized and subject matter associations. The school organization represents parents, local boards, and administration.

The consortium is charged with describing roles to be assumed by the person to be granted a specific certificate, and to identify and state the rationale for the competencies required of persons who plan to perform the described roles. The certificates will be issued by the state through an approved consortium program. These standards are themselves process and performance standards.

In reference to this model, it would be of little meaning to support performance-based teacher education but not performance-based certification. One merely provides for the other and hence they become part of the same process. As noted earlier, the necessary task is to examine the various certification models in terms of the issues rather than compare certification with teacher education.

Clearly, this state has moved toward a decentralized structure with more local control, a broader base for decision making, and diversity of standards. Performance standards are more readily changed with feedback, and probably less resistance would be encountered in the state. This model values optimum freedom for the preparing institution in terms of curricular decisions, flexibility, and creativity. In terms of the individual there is the possibility, depending on the program, for freedom to define goals, flexibility in personality, method and philosophy. Reflecting this viewpoint, William Drummond, a former associate in the Washington State Department of Education, urged that "State departments of education, therefore, should foster creativity and intellectual freedom and promote programs of teacher education which support and cherish uniquesness and individualism."[19]

The Washington model, therefore, also rejects the regulatory role of a state department of education. Wendell Allen, as Washington's Assistant Superintendent of Public Instruction, concluded

> To emphasize this regulatory role is to protect the status quo. When the rule is the thing, change must come before there can be a new rule. There is danger in this circumstance that the major energies of the agency will be spent on administrative rather than leadership functions.[20]

An essential point to note is the prevalency of multiple standards, lack of uniformity, less legal need for an empirical base, and no single set of standards. Should all of the above factors be deemed advisable, then a particular state might select this model.

New York has envisioned a very similar type of program.[21] Four process standards have been established to be utilized for the development of pilot projects. The standards require the establishment of a policy board made up of representatives of teachers, school districts, colleges, and teacher education students. This group considers the objectives of the schools involved, the competencies teachers need to be successful in that environment, as well as those qualities desirable for all teachers, and acceptable evidence for attainment of competencies. The policy board then will establish individualized programs for the preparation of teachers to meet these criteria. Finally, a management system must be established. Trial projects may be designed for initial or continuing certification or both. The State Department of Education will exercise its legal responsibility for program approval. Note the decentralized role and the belief that performance criteria are mostly situation specific.

Vermont[22] has expanded the decision making base to local school districts. A local school district may develop a program for the in-service training and professional advancement of its staff and may apply to the State Department of Education for approval to recommend issuance and renewal of all certificates at the local level. The appropriate certificate will be issued by the State Department of Education.

The local district must submit evidence that the teachers, school board, and administrative personnel have participated in the planning and development of the program. The local program must include provision for job description, task analysis and performance criteria for all educational personnel. An approved program approach is in effect for college teacher preparation programs.

Washington, New York, and Vermont are case studies that fall into the process model. Local decision making characterizes these attempts, assuming what is acceptable in one situation may be unacceptable in another.

Moving slightly along the continuum away from the process model but within the local decision making framework there is a model suggested by Lierheimer[23] which we may call the "informational model". The central thesis of Lierheimer's proposal is that the state's role is not to make judgments but to maintain records. He suggests that students be tested over a multitude of factors including actual teaching performance. There is a possibility here for utilization of performance criteria, but the testing is not done by the state.

Decentralization is emphasized in this approach with local school teams conducting the evaluation of the competence of potential teachers. Ultimately, the agency to decide on teacher performance for licensing purposes would be the school. The function of the state is to monitor the local evaluation but not impose state standards. Although evaluation systems would be approved by the state there would be no uniform techniques for verification of classroom performance. The state office would maintain a data bank on all teaching personnel in the state.

A unique feature of this model is that the state accumulates information on an individual but makes no decision in reference to competence. The major role of the state is to provide resources. The local district is provided with the information, and it is at this level where decisions are made as to whether or not the individual's competence fits the particular situation. The underlying assumption is that values and competencies are situation specific and hence require local evaluation. Currently there are no states utilizing this informational model. Again, analysis of the model should be made in terms of all the issues identified earlier.

This model can be modified to interject more state control and greater uniformity. Minimum standards could be set by the state for the various competencies or groups of competencies. These minimum standards would be established for certification purposes. The state would still maintain its individual data bank and local districts could use the information for hiring purposes. This modified model would be farther along the continuum in terms of state control and decision making.

Another open-type model which does not provide quite as broad a decision making base is being developed by the state of Florida. In this case consortia are not designed for purposes of initial certification although inservice programs are developed by local districts. This "facilitation model" utilizes the college approved program approach commonly in practice among the states.

The program approval regulations are somewhat process in nature indicating prescribed activities, but they are content standards as well, identifying courses necessary for certification. There are alternatives to the content regulations which provide for performance-based programs.

> An institution may, instead, specify the competencies which its graduates will be expected to demonstrate, identify the procedures by which those competencies will be measured, and develop a program which leads to those competencies. Once such a program is approved, its graduates will receive regular teaching certificates with no penalties. Institutions are now being encouraged to develop competency-based programs.[24]

In this model control is in the colleges, but direction is provided by the State. The colleges develop their own competencies but these are consistent with State course requirements. There is

additional direction and stimulus provided by the State, however, which facilitates development of such programs. The State is compiling a catalog of teaching competencies which will eventually be validated through research. These competencies, or performance criteria, will be provided to the colleges to facilitate their program development. These particular criteria, however, will not necessarily be mandated and certainly all will not be required of a given institution. Other facilitating procedures by the State are assembling of training materials based on performance criteria and staff development for teacher trainers. The emphasis is on facilitation. Decision making is somewhat diffused but the role of the State is stronger than in previous models. The facilitation model presents different responses to the issues.

The remaining two models to be discussed can be grouped under a heading of central decision making. The first two models, you may recall, were local decision making types, with the facilitation model being somewhere between. These last two models are at the other extreme end of the continuum.

One approach to performance-based certification is to establish performance criteria at the state level. This approach supports a strong state role and a uniform set of standards. It guarantees that each certificated individual has at least a minimum set of competencies. These criteria could be utilized as a state test or part of an approved program. The focus here, however, is on the approved program approach.

The manner in which these criteria are stated significantly affects the impact they will have on teacher education programs and the role of the state. The performance criteria can be stated in generic terms which then serve as guidelines for further specification by teacher preparation institutions. This "guidelines model" increases centralized authority yet does provide a certain degree of participation on the part of the colleges or consortia.

Utah[25] recently adopted at the state level, a set of performance criteria for instructional media which approximates the guidelines model type of criteria. Prerequisites to a Basic Media Endorsement are a bachelor's degree and a teaching certificate. An examination for proficiency conducted by a recommending institution (with an approved certification program) is then administered. The recommending institution is free to determine how the competency will be demonstrated or ascertained, but a candidate may request an opportunity to demonstrate a competency whenever he feels he is ready. Competencies may be demonstrated one at a time. Candidates who perform satisfactorily will be considered as having met the endorsement requirement regardless of the route taken to obtain the competency.

Proficiency must be demonstrated in five areas. Some examples of performance standards are as follows:

-Using media selection tools of his choice, the candidate will:
  a. Identify the tools he has selected and include a rationale for the choice of each.
-The candidate will explain what one would do to select new subject headings for materials which are not considered in Sears List Of Subject Headings.
-The candidate will demonstrate proficiency in mounting pictures by producing one acceptable example of the following:
  (1) Dry mount on a hard surface, using dry mounting tissue.
  (2) Dry mount, using dry mounting cloth
  (3) Rubber cement mount
  (4) Laminate with thermo copy machine, adhesive acetate, or heat press

At the extreme end of the continuum we have what can be termed the "prescriptive model." In this system the state provides very specific performance criteria which are utilized by the colleges as objectives and evaluative criteria. This is the most dominant of the state roles within an approved program approach with an emphasis on the administrative and regulatory function of a state education agency. Uniformity in certification with a single set of standards is the essential feature.

The state of New Jersey is currently studying the feasibility of such a performance-based certification system. Specific performance criteria are being developed for use on a state-wide basis as certification standards. There are two unique aspects to the New Jersey approach, however, that broaden the base of decision making. The performance criteria are being developed by task forces composed of a cross-section of educators from across the State, representing teachers, administrators, college students, college professors, the State Department, and the various professional associations. These criteria, therefore, are not developed by the State Department but represent a consensus of professional educators in the State. In addition, evaluation of prospective teachers may involve schools, colleges, and professional associations, a resemblance to the consortium idea.

Clearly, the state-wide involvement in development of criteria adds considerable power to the approach. It presents a decided advantage over development of criteria by a state department or even a college or university. It appears to have greater validity and is more likely to find state-wide acceptance. Significantly, "it has been generally agreed that whoever determines certification requirements controls the program of preparation".[26] Thus, in this instance, control is more in the hands of the total profession.

The guidelines model can be developed by the same method. The difference between the two models then lies in the specificity of the criteria. How does this difference relate to the issues, and how do these two models compare with the open end of the continuum in terms of the issues?

In the process model, teacher preparation institutions have maximum curricular freedom. The guidelines model allows the

institutions the opportunity to develop the specific performance criteria while the prescriptive model does not provide for this. A comparison of performance criteria with traditional course list standards may be of value at this point. A course in tests and measurement is a familiar requirement in the course list system. The guidelines model would require competencies that are somewhat more specific, such as ability to evaluate student performance and ability to develop tests. The prescriptive model, however, would list a number of specific performances such as ability to formulate essay (multiple choice, etc.) test items and analyze tests for validity. Also, the evidence accepted that the performance had been achieved would be provided. Continuing our comparison, if used in a course list system a prescriptive model would list the things that should be taught in a tests and measurement course rather than leaving this to the college.

Andrews has stated that "a required set of performance criteria could be just as moribund as rigid course requirements have been in the past".[27] It appears that the more specific the criteria the less freedom that exists. Recall that the approved program approach works "within the framework of generally agreed upon goals."[28] The possibilities for creativity through innovative programs can be achieved in the design of means to achieve the objectives, but not through alternate objectives. Two basic questions are at hand. First, is curricular freedom seen as being of value; and second, does a prescribed set of specific performance criteria significantly limit this freedom? A related question is whether or not the guidelines model offers a great deal more freedom than the prescriptive model.

A concern similar to the question of freedom is diversity. The process model allows, and even encourages, diversity among programs. Those in favor of diversity argue that there are varied philosophies of education requiring different teaching models. Any set of performance criteria is based on a theory of teaching and the teaching-learning process. Although not always articulated, the purposes of teaching are inherent in the criteria.

In the process model several teaching philosophies exist simultaneously with validation and development being on-going processes. A set of specific criteria, however, relies on one teaching model and also establishes a particular value system. The problem here is that there is no empirical base to lead us to the correct model. As noted earlier, lack of an empirical base is a primary concern with performance-based certification. With a variety of program types, it can be argued, we recognize the developmental state of our knowledge base whereas a single model seems a finality and demands empirical validation before being adopted. This accounts for the support of performance-based teacher education instead of certification.

Another point made by those favoring diversity is that performance criteria are situation specific. There are numerous contexts for teaching, both in terms of environment and educational philosophy.

This requires different sets of competencies, at least in terms of the general situations (not for every school, etc.). There may not be enough in common to establish at least a minimum core of competencies at the state level. Washington, Vermont and New York appear to believe in this as evidenced by their process models.

All of the above factors suggest multiple standards and diversity of programs. The initial question is whether these are valid concerns. The other position argues for more standardization and quality assurance. Inequities among programs are diminished. Certainly, the prescriptive model adheres to the latter viewpoint. The guidelines model does provide a certain degree of variability in that each institution can define the specific criteria to fit its needs. The prescriptive model insists on a single standard, the guidelines model offers some degree of multiple standards although minute when compared to the process model.

A frequent criticism of competency-based programs is the problem of writing performance criteria in the affective domain. This problem becomes amplified as we move across the continuum toward the prescriptive model. As an example, the guidelines model might require competence in developing teacher-student rapport. Each teacher preparation institution would be provided the freedom to determine not only how this might be developed but how it might be judged to exist. The prescriptive model, however, would specify the performance criteria necessary to achieve this, such as "uses student names", or "smiles or acknowledges student responses by nodding." The question is whether or not such criteria can be written on a state-wide level. Ignoring the affective domain and concentrating on the cognitive and psychomotor would not be a viable alternative.

The reader may recall the issues raised concerning the rights of the individual as suggested by McDonald.[29] Are there opportunities for flexibility in personality, method, and philosophy? What about the right of the individual to define his own goals? Rackley and Miller, representing the Pennsylvania State Department of Education, stated that

> Individual differences are not taken into account in blanket certification standards. We are convinced that the improvement of teacher preparation must take place at the point of initial preparation... with attention directed to individual needs within the context of general certification requirements.[30]

The process models provide for individual flexibility and there are functioning programs which operate on these premises. The prescriptive model precludes much of this, at least in terms of the specific criteria required by the state. The individual does not have the freedom to define his own goals, but he may have the opportunity to select his own method of achieving the objectives. Again, those favoring a uniform set of standards would find individual selection of goals to be undesirable and detrimental to certification.

The guidelines model may provide a certain degree of individual choice but within the boundaries defined at the state level. The general objective must be accomplished, but the specifics can vary with the individual. The manner in which one wishes to develop teacher-student rapport or plan for a lesson can vary significantly from another individual's method. The basic question is not just one of uniform standards versus flexibility, but the degree of each that is desirable.

Alternatives to Approved Programs

The discussion of issues and alternatives has thus far been limited to the approved program approach to state certification. Approved programs referred to those developed by colleges alone or by consortia. The evidence presented earlier in this paper suggested that approving programs is the more viable approach to performance-based teacher certification, and some specific criticisms of the state testing approach were described.

There are some teaching areas, however, that find themselves less rigidly tied to college preparation programs and thus are more amenable to alternative approaches. The area of vocational education, for example, is somewhat unique in that it frequently relies on experienced professionals in the various trades to enter the teaching profession. There are other areas, such as music, that also require specific skills unique to the particular profession. Educational fields such as these warrent consideration of alternative approaches that are not necessarily bound by college degree programs. These different approaches are not necessarily limited in application to the special teaching areas mentioned, however, as the alternatives may be utilized for any teaching field if desired.

A commonly discussed alternative to teacher certification is the establishment of a state testing procedure. There are several ways in which this can be implemented, some of which will be described here. A cogent argument against this approach (which was pointed out earlier) is that there exists no empirical base on which to construct a valid testing technique, particularly in view of varied teaching contexts. The predictive validity of any such examination device would have to be established.

It is again important to consider how the state testing models reflect the various issues. Questions about curricular freedom, individual freedom, and varied teaching philosophies should not be forgotten. The state testing approach to certification offers radically different responses to the issues when compared to the models within the approved program approach.

The informational model suggested by Lierheimer can easily be modified to fit a state testing procedure. A set of behaviorally stated competencies could be formulated as certification descriptors. A teacher candidate's degree of accomplishment of each of the criteria could be indicated to form his competence profile. Minimum standards

established for certification could be set by the state for each criterion or group of criteria. A system could be established (total score, weighted scores, etc.) to determine the individual's eligibility for certification. The state would still maintain its individual data bank and local districts could use the information for hiring purposes.

An important modification of the Lierheimer informational model is that not only are minimum levels established for certification, but the testing of the candidate to determine his achievement of each criterion is done by the state, not through an approved program approach. The control of standards and verification of accomplishment reside in the hands of the state.

The modified informational model is but one variation of the state testing concept. Any outside agency or group of evaluators could be designated by the state to carry out the testing function. There is an opportunity to involve members of the profession in both development of criteria and service on evaluating boards or teams who certify individuals. Instead of a profile, verification of minimum competence might be all that is necessary. Differentiated certification could be based on different degrees of accomplishment or even different types of criteria. Evaluating boards or teams could again be used through the entire process.

It is generally assumed that the evaluation for certification would be done in a live classroom situation. An alternative would be to establish testing centers where specific skills would be evaluated such as those found in micro-teaching. This might be particularly useful for initial certification due to the inequities in student teaching stiuations. Students could also be used in test centers similar to the laboratory schools. This would provide a more controlled situation and fewer variables would enter into the evaluation.

A combination of evaluation in student teaching settings and controlled laboratory situations is also an alternative. This might be built into a system where a recommendation from a preparing institution (college or consortium) in addition to testing in a center would be necessary parts of the process for certification. The variations to this testing approach are too numerous to be included in this discussion.

Epilogue

Each model must be considered carefully in terms of the issues identified. Certainly, there are other issues to be accounted for which were not discussed here. The idea of certification levels was not presented in this paper and could by itself be an entire area of discussion with direct bearing on the selection of models. Another important question is whether or not to use student outcomes as an indication of teaching competence. Concerns of a practical nature such as cost, overall feasibility in terms of management, state size, diversity, and available resources are examples of other issues.

The questions raised here were more of a philosophical nature and are pertinent to decision making.

The models described were identified as being along a continuum. This implies that there are many other models which can be considered, but they most likely will differ from these models in degree rather than basic type. Perhaps a system can be developed with positive elements from several of the models described here. It may also be possible that more than one model can be in operation at a given time, particularly if one accepts the notion that certain areas require or more readily fit into a state testing approach while all other areas fit one of the approved program models. The overriding concern is which model or models best serve the purposes of certification.

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